CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

ITEM 2-D

550/02010-1
Urban Design Group
Waterfront
May 20, 1982

To: Planning Board and Land Use Committee

Subject: Part II Plan for the Railway Lands. Progress Report.

Origin: Commissioner of Planning and Development (c71luc82077:114)

I BACKGROUND

The development of a Part II Plan for the Railway Lands is proceeding within the guidelines established by the Part I Official Plan for the City of Toronto and the "Goals and Objectives - Railway Lands" report adopted by City Council on June 21, 1978 (See Appendices).

A Railway Lands Steering Group was established in August, 1978 to participate with the City of Toronto in planning for the future of the Railway Lands. It consists of representatives of the Province of Ontario, the Municipality of Metropolitan Toronto, the City of Toronto, the CNR and Marathon Realty Limited. The Federal Government was originally represented by an observer. This Steering Group is the successor of the Railway Lands Land-Use Committee; a working group established as a result of a May, 1975 Inter-governmental meeting convened by the Premier of Ontario.

The Steering Group's work program has identified broad issues to be dealt with in order to produce the Part II for the Railway Lands. Access to the Railway Lands was identified as one of the important issues and has been the subject of studies undertaken to date. The Railway Lands Access Study, Phase I conducted by City and Metro staff and Phase II commissioned by the Steering Group and carried out by Read Voorhees & Associates Limited, has identified issues concerning road access to the lands. The Steering Group will continue to assist in coordinating consultant studies for the Railway Lands as input to the preparation of a Part II plan for these lands.

The railways have stated that they continue to view the analysis and development of the Railway Lands as a joint and integrated effort. Within this joint framework, CN and Marathon have initiated their own study programs to assess the respective burden of rail relocation, infrastructure, and realty potential for those holdings which are strategic to the ongoing development of the City. Canadian National, through CN Real Estate, and Marathon Realty have recently retained consultants to provide them with the

detailed information necessary. Both companies have stressed the need for an incremental approach with a careful phased program of rail relocation, infrastructure improvements and market potential for their respective sites. This is a significant departure from the large scale, three-dimensionally integrated proposal for Metro Centre, originally planned for these lands in the late '60's.

As the work of the consultants and Steering Group proceeds I have expedited background work within the Department of Planning and Development leading to the Part II Plan(s) for the Railway Lands. This report outlines for Council's information the kinds of studies which are being undertaken and the issues which will be addressed.

II STUDY PROGRAMME

Work is proceeding simultaneously on a number of issues. As pointed out by previous consultants on the Railway Lands, a strongly integrated approach is required; a wide variety of topics need to be studied concurrently with a continual correlation of information. Transit routes and station locations, for example, will influence the distribution of development; service corridors will affect the open space network, and street alignments will shape building parcels. The fact there are so few "givens" precludes a study method which moves in a linear sequence from "Planning" to "Design" issues.

There are five basic concurrent study topics. These are Access, Development Prospects, including rail relocation phasing and costs, Parks and Open Space, Railway Heritage and Servicing and Infrastructure. Perimeter land uses, functional relationships and regional and metropolitan elements will be discussed under the broad category of context. Access studies to date have concentrated on local road access opportunities. This will be broadened to consider the larger transportation planning context, in particular transit linkages to adjacent lands. The overlay of findings from these studies will begin to suggest patterns of synthesis and alternative scenarios for the Plan. What follows is a description of the five principal study topics with a discussion of questions and issues to be addressed.

II.A ACCESS

The Railway Lands fall within the Central Area, and those lands east of John Street are part of the Central Core as defined in the Official Plan. (See Map 1). Development of the Railway Lands and its attendant transportation requirements is therefore integrally related to the City's Central Area Plan. At the time the Central Area Plan was prepared three priority areas for office development were identified north of Front Street. Less attention was given

to the Railway Lands and Waterfront area to the south but some potential for significant office development in this general area was identified.

The joint Metro/TTC "Accelerated Rapid Transit Study" (ARTS) is currently analyzing future options for fixed-rail transit investments in the Metro area. The results of this study may prove to be significant for the future development of the Railway Lands. In any event, there is a need from an overall planning perspective, to identify desirable development options for the Railway Lands and their transportation implications. The exploration of this relationship between various development options and transportation requirements will form the focus of the initial access studies in the Railway Lands. This analysis will have regard for other relevant studies which are currently underway, namely:

1. Harbourfront Transportation Study

The Harbourfront Transportation Study, and the subsequent OMB hearings, have defined the allowable access points to the Lakeshore/Gardiner Corridor from the Railway Lands, although their exact configurations have yet to be determined. The Harbourfront Study also showed the need for improved transit services in the general Waterfront area.

2. Central Area Traffic Management Study

The final report, "The Yonge Corridor Traffic Impact and Transit Optimization Study", has just been released. The work so far has focussed on the area north of Front Street, where the concern has been with traffic management measures to balance the demands of pedestrian and surface transit with those of other vehicular demands for street capacity. It is unlikely that this study will produce further material in the next few months, although additional study of intersections and streets adjacent to the Railway Lands can be expected.

3. Railway Lands Access Study Phases I and II

The Phase I study has become a recognized description of the volumes and levels of service as at 1980 on the downtown road system south of Wellington Street. It is not, however, a review of travel, particularly transit, on an arterial/regional basis. Consequently, transit volumes relate only to services adjacent to the Railway Lands. Phase II of the study deliberately chose to focus on the local road and transit impact of the Railway Lands development, and possible physical configurations of roads.

4. ICTS Study Proposal

This has been deferred until preliminary results of the Accelerated Rapid Transit Study are known. Transit routes through the Railway Lands are an assumed requirement as mentioned above. The location of the corridors and the appropriate transit technology will come out of detailed physical, catchment and operational studies of development parcel options. But, it appears likely that, even with a principal East/West transit corridor of intermediate capacity, a secondary, local transit system will have to be developed.

The Access Study will examine the effects of various development options within the Railway Lands and associated travel demands in the context of the regional and local roads and transit networks. In local terms, the study will examine and define internal road requirements for the Railway Lands, in terms of connections to existing roads, definitions of building parcels and public spaces, local circulation needs and servicing blocks. It will examine and define local transit routes and their relationship to road layouts and regional transit corridor/station proposals. As well, pedestrian and bicycle route needs will be integrated with road layout proposals. Variations in alignments and future street options will be assessed in relation to their demands for bridges, tunnels, park links and to their proposed grades.

"Movement" will be considered as part of the experience of the Railway Lands in terms of views, activities and connection between various land use and design elements. Where it is not possible to reach firm conclusions regarding certain aspects of access to the lands, for example, a commitment to a particular mode of transit and alignment, the study will identify the critical options which must be preserved for possible future use.

Transportation consultants have been retained by CN and Marathon. It is anticipated that these consultants will put forward specific proposals for their respective portions of the lands coordinating their efforts through the Railway Lands Steering Group. The overall study with the relevant City and Metro departments, the TTC and other agencies will assess the proposals in the larger context.

References: In Official Plan - Part I
Part 5, in particular 5.20
Part 7

In Goals & Objectives: A, A1, A2
B, B1, B3, B4, B5, B12, B13
C, C1, C5, C6, C7, C8
D, D2, D4

II.B DEVELOPMENT PROSPECTS

In its final form, this Study uses a synthesis of the Access Study, the Parks and Open Space Study, the Railway Heritage Study, and Servicing and Infrastructure taking into account the phasing and cost of rail relocation. It examines, in detail, the opportunities and constraints of each of the above and combines these with other essential planning matters including built form, environmental constraints, views and vistas, pedestrian movement, and an appropriate distribution of uses.

The development potential as determined by the Part I Plan will be tested against transit and road capacity. East of John Street, Section 5.20 of the City of Toronto Official Plan Part I allocates a maximum of 540 000 square metres of office space and a minimum of 2,350 residential units for future development within this area, subject to certain provisions which are enunciated in this Plan.

This office space total was allocated during the OMB hearing regarding the Central Area Plan. The Plan was premised on, among other goals, the deconcentration of office employment growth to sub centres within the Metro Toronto Region. Potential office employment figures for the Central Area were derived from the capacity of existing and committed transit facilities (as of September 1975) serving the Central Area. The Part I Plan allows for an extension of the "Financial District" south into the Railway Lands, although its precise boundary is not defined. Within the east end of the lands, the major land interests include the City, the Federal Government and Marathon Realty.

In the area west of John Street, Section 5.20 d(vi) of the Part I Plan prescribes that, among other things, there be a mix of uses with an emphasis on residential. (See Appendix 1) Preliminary studies for this portion of the Railway Lands will examine the amount of grade-related, family housing and its relationship to any parkland extension of the Fort York area onto the Railway Lands. The necessary Community Services and Facilities required for this major housing area will also be examined.

Options for a possible Spadina Avenue "Node" within the Railway Lands, incorporating a mix of uses considered suitable for this area will be addressed. The built-form and land use patterns of this "Node" will have regard for the planning districts to the north and examine measures which integrate new development with these existing areas. The amended "Goals and Objectives - Railway Lands" document provides further direction for the general form of development in the Railway Lands.

Considerations for the demands of the surrounding planning areas on the transit system will be built into the transit and transportation study. In particular, demand for transit will continue from the Financial District with considerable new demand originating with Harbourfront, the Central Bayfront, the C.N.E. and, very likely, King/Spadina.

The resultant form of potential buildings must be addressed to ensure that the height and density of buildings relate successfully to other objectives and adjacent districts and site line and view corridor concerns. This first-cut land use and built-form scenarios for the entire Railway Lands will provide input for considering the large-scale transit and deconcentration questions which must be resolved before detailed phasing and design criteria can be defined.

Identification of the significant environmental constraints in and around the Railway Lands should also be integrated with the specific built-form studies. The constraints will, in many instances, have a direct bearing on land use and built-form related decisions. Noise and vibration from road and rail sources, toxic soils and air pollution need to be examined. The south west corner of the Railway Lands lies at least partially beneath the Gardiner Expressway. Appropriate uses for this location need to be examined.

Development prospects will also be tested against the "Goals and Objectives" with regard to shaping public spaces and pedestrian routes, the combinations of uses, including significant amounts of assisted housing, locations for public elements - shopping, social services and access to transit. The potential for re-use of existing structures,possibly with railway history as a "theme for redevelopment", will be considered. This study will be done in collaboration with the major landowners and their consultants, taking into account their economic objectives and technical considerations relating to the staged removal of rail facilities.

The specifics of development potential aside, it is apparent that actual development of the Lands will proceed on an incremental basis. This approach reflects a reaction by the City against the self-contained megastructure approach of Metro Centre and now equally so on behalf of the Railways who view incremental development as the only way to offset excessive front-ending costs for rail relocation and infrastructure. Now that the main rail corridor has been consolidated along the northern alignment, the tremendous cost implications of moving the corridor south as proposed in the Metro Centre scheme, are no longer applicable. However, from the Railways point of view, the relocation of many rail operations is basic to the whole endeavour. A wide range of different rail users and uses are now operational on the lands.

The relocation of each represents costs for physical facilities and operations.

References: In Official Plan Part 1 5.20 Railway Lands
2A Housing
1A.4 Deconcentration Policies

In Goals and Objectives: A, A1, A2, A4
B, B1, B2, B5, B6, B7, B8, B9, B10
B11, B12, B13, B16, B18, B19
C, C8
D2, D3, D7

II.C PARKS AND OPEN SPACE

The "Goals and Objectives" clearly establish the general principles to be embodied in a Parks and Open Space system for the Railway Lands. In particular the document stresses the need to integrate the Downtown with the Bayfront through the use of parkland, open space and built form. It calls for a parks and open space system for the Railway Lands which expands the range of available indoor and outdoor recreational facilities. It is also noted that the redevelopment of the Railway Lands offers the opportunity to create a major downtown park which is accessible to the downtown population and links Harbourfront with the core. Finally, the need to improve the accessibility of the parkland surrounding Fort York by integrating it with the Railway Lands is identified.

Beyond the specific opportunities examined in the "Goals and Objectives" the parks and open space system must respond to a number of broader concerns. Environmental conditions created by sun, wind, noise and pollution, the distribution of land use both within and surrounding the lands; the amount and location of family housing; the configuration of the railway lands street system and the evolving pattern of open spaces at Harbourfront, will influence significantly both the form and use of parkland in the Railway Lands.

An effective parks and open space system cannot be created by simply allocating left-over pieces of land not suitable for development. On the contrary, a comprehensive park system can and should be an integral part of the planning and design process which will help structure land use and built form.

A fundamental question which must be addressed is, just how much public parkland should be created within the Railway Lands? There are a variety of "formula" approaches which attempt to quantify parkland requirements based on density/area ratios or on

permissible distance from one's place of work or residence. These will be carefully analyzed. Clearly, a principal aspect of this study will be to examine alternative method(s) for allocating parkland in the Railway Lands and recommend an approach that will ensure that City objectives are indeed attained.

Parks and Open Space Concept

While it is premature to discuss detailed aspects of a design concept for parks and open space in the Railway Lands, the essential elements that such a concept should embody can be considered.

1. Large Central Park

Toronto has many outstanding public parks. However, we do not possess that one large green park within walking distance of the downtown so often associated with other great cities. The development of the Railway Lands offers the last opportunity to create a major public park, large enough and designed such that people feel enveloped in a natural setting with grass, trees and water, children playing, people strolling and space for impromptu activity and enjoyment.

The principal elements of such a park might well include: a large open green or meadow, a pond or small lake, and a variety of wooded and landscaped areas woven together with a series of pathways and trails. To be successful this park should occupy a substantial portion of the central part of the Railway Lands.

2. Old Fort York Extension

Old Fort York is a significant historical site which is unfortunately isolated at present. Additional public open space around the fort has been identified as an important objective in the development of a parks and open space system for the Railway Lands. Better transit and pedestrian access would help to improve the situation, as would a strong park connection between the Fort and the Railway Lands. It would be physically feasible to develop a park in the west end of the Railway Lands which would extend under the Bathurst Street bridge and link with the Fort. Properly designed, such a connection would make Old Fort York an integral part of an open space system joining the Railway Lands, Harbourfront, the Exhibition and Ontario Place to one another and to the Central Core.

3. Union Plaza

The "Goals and Objectives" identify the need for a large urban open space (Union Plaza) within the Railway Lands near Union Station. Union Station is a major landmark in the City. Many thousands of people go through the building daily and these numbers continue to grow. While most pedestrians tend to walk north from Union Station into the financial district and commercial core, in future large numbers will move south to jobs in the Railway Lands and Harbourfront.

An attractive urban open space south of the train shed would support and enhance this southerly movement of pedestrians from the Financial District to the Bay Front. If properly sited and carefully designed, Union Plaza could become a centre of public activity in the Railway Lands.

4. Open Space Corridors

To link public parkland we propose that a system of "open space corridors" be created to permit strollers, joggers, cyclists, etc., to move between public open spaces. A convenient linkage system will improve park accessibility, thus allowing each park to have its own character. It also eliminates the need for facility duplication and will expand the range of recreational opportunities within the Railway Lands.

Beyond joining the internal Railway Lands parks, the linkage system should provide for connections which penetrate into surrounding neighbourhoods. North from the Railway Lands strong pedestrian connections should be made to the proposed John Street Park, Roy Thomson Hall, Clarence Square and Victoria Park. To the west, Old Fort York, Gore Park, Coronation Park, the Exhibition and Ontario Place should be made accessible to pedestrians and bicyclists via this expanded system of green trails. To the south is Harbourfront and strong pedestrian connections will be required here to overcome the Gardiner/Lakeshore barrier. East of the Railway Lands connections can be made to the Esplanade, Crombie Park and the Don Valley.

Of particular importance is the potential for a public open space which would extend south from Union Plaza and functionally continue the movement patterns established by the "Blue Route", and agreed upon pedestrian route at concourse level through Union Station. Such an open space will provide convenient pedestrian access to and from the waterfront and connect directly with Union Station. While it is difficult to predict specific alignments, such a corridor could be

accommodated immediately west of the City Delivery Building, then south between the Ontario Provincial Police Headquarters and the Toronto Harbour Commission offices, and finally south through the Campeau holdings west of Bay to the Waterfront. The "Blue Route Extension" will provide an attractive pedestrian alternative to the Bay and York Street viaducts.

In planning a system of open space corridors for the Railway Lands, an interesting opportunity exists to combine part of the system with the major ravine systems north and south including a revival of the Beltline. The Beltline was the brainchild of a group of Toronto businessmen in 1890. They envisioned a railway line which would encircle the City and provide transit service from the suburbs. The line ran through the Railway Lands, north/south along the Don Valley, east/west through Forrest Hill, and north/south near the Humber Valley. Today, much of the Beltline right-of-way still exists. The revival of this line as a recreation corridor emphasizing railway heritage has great potential. This system could link up an existing extensive but fragmented park system with the Railway Lands.

In examining the linkage opportunities in the Railway Lands, careful consideration as to how these linkages can be coordinated with a revived Belt Line will be studied. Further, as a matter of general policy, the development of parks and open space in the Railway Land should, where practical, attempt to preserve and enhance the heritage of the Railway Lands.

5. Local Parkland

Beyond the parks and open spaces discussed above, a series of neighbourhood parks and playgrounds must be integrated into the overall park and open space system. The Central Area Plan sets out policy for the distribution of local parkland and this policy should generally form the basis for establishing local parks in the Railway Lands.

This study will be done in collaboration with the Department of Parks and Recreation and the Consultants to the major landowners.

References: In Official Plan - Part 1, Section 2, 5

In Goals and Objectives: A, A3
B, B14, B15, B16, B17
C, C2, C3, C6, C7, C9
D2, D7

II.D RAILWAY HERITAGE

To a large extent the history of the railways parallels the history of Canada. The railways have affected the patterns of settlement at every scale, from the national rail lines to farmlands, to city plans and suburban layouts. The approved Goals and Objectives for the Railway Lands describe the need to "Develop the Railway Lands to unite the downtown and its waterfront". It is also important to connect present day Toronto with a significant part of its past. The location of buildings, such as the roundhouses and their ensemble of machine shops, engine houses and coaling towers adjacent to embankments provide this connection to the Railway past. As the Lands are put to new uses, some of these structures may be imaginatively renovated.

The Railway Lands are a one and a half mile long group of properties totalling about 180 acres. The passenger railyards were built up south of the original lakeshore with landfill, beginning with the construction of the Esplanade in the 1840's. The present topography although generally flat, incorporates gentle gradients to accommodate grade separations. Distinct landforms like the highline on the southern boundary and the spiral embankment between the John Street Pumping Station and the Canadian National Roundhouse, provide significant topographical features. Some of these landforms could contribute to the access and open space plans by providing, for example, potential rights of way for future grade separated transit, pedestrian and park linkages as well as noise barriers.

A Heritage study would identify and examine these existing structures - buildings, landforms and engineered structures. It would explore potentials for restoration, adaptation, or integration into developments and parks. This in turn would suggest how traces of the railway age would be built into the Railway Lands City Plan.

The Study Team will involve the City, the landowners and their consultants. The City intends to consult with a number of groups who have expressed support, including Heritage Canada, the Ontario Heritage Foundation, the Toronto Historical Board, the Architectural Conservancy and the Canadian Railway History Association. Heritage Canada and Ontario Heritage Foundation have offered to participate in carrying out the study.

References: In Official Plan 1.1h

In Goals and Objectives: A, A3, A4
B, B4, B14, B16
C, C9
D, D2, D7

II.E SERVICING AND INFRASTRUCTURE

This study would identify existing and proposed servicing systems and identify required easements or particular spatial requirements which will affect the development of the lands.

A large portion of the Railway Lands are essentially unserviced, lacking in streets, utilities and transit as well as parks and social facilities. As the normal city pattern of rights-ofways and parks are introduced, necessary lands as required by statute for municipal services will be dedicated to the City. Large scale capital investment is required as well as future operating responsibilities and cost. All the study areas described above as well as the overall synthesis in the form of a Part II Plan will have to be carefully examined from this perspective.

Agreements with regard to principles for apportioning of costs and responsibilities for the phasing and construction of elements of the public infrastructure, will have to be struck with the landowners, authorities and senior levels of government where appropriate. Given the nature of the Railway Lands, this is an essential aspect of the Part II Plan. Assistance will be sought from the appropriate City and Metro Departments, the Utilities and the landowners and their consultants as the work proceeds to obtain the necessary input with regard to servicing and infrastructure requirements.

References: In Official Plan Part 1
Part 5.20

In Goals and Objectives: D, D2, D3, D4, D5, D6

III CONCLUSION AND SUMMARY

A Part II Plan is being prepared for the Railway Lands within the guidelines established by the Part I Official Plan and the "Goals and Objectives" adopted by Council in June, 1978. The two major landowners, CN and Marathon, are proceeding with development proposals for their respective landholdings on an incremental basis, although they will continue to coordinate their efforts on matters of mutual concern through the Railway Lands Steering Group.

As the work of consultants to the Railways and the Railway Lands Steering Group proceeds, the Department of Planning and Development is carrying out background studies leading to the Part II Plan in the following areas: Access, Development Prospects, Parks and Open Space, Railway Heritage and Servicing and Infrastructure.

Recommendations:

1. That Council and the Planning Board receive this Report for information.

Stephen G. McLaughlin
Commissioner

THE RAILWAY LANDS

:t II studies in co-operation with relevant parties

5.20 (a) The Railway Lands shall be regarded as having significant potential for future redevelopment which will assist in achieving the objectives of this Plan. It is the policy of Council to undertake studies, in consultation with the other levels of government and with Canadian National Railways and Canadian Pacific/Marathon Realty, in order to determine specific objectives and policies respecting the future use and redevelopment of the Railway Lands. Council will endeavour to adopt Part II of this Plan for the Railway Lands by June 30, 1980 in co-operation with the above parties. In preparing this Part II Plan, Council will consider the application to the various parts of the Railway Lands of a broad range of land uses appropriate to their location.

Lands in Central Core Allocation o' office space

(b) The portion of the Railway Lands within the Central Core is regarded as a desirable location for future office development in view of its strategic location adjacent to the Financial District, the Union Station railway and subway terminals, and the regional road system and accordingly Council allocates a total of 540 000 square metres of office space for possible future development within this portion of the Railway Lands. Council will determine the distribution of this allocation of office space in Part II of this Plan on the basis of the following principles:

(i) 215 000 square metres of office space is permitted to proceed within an extension of the Financial District to an appropriate area of the Railway Lands within the Central Core as of legal right at the maximum commercial density

permitted by this Plan in the Financial District;

(ii) the balance of 325 000 square metres of office space will be distributed either within the area comprising the extension of the Financial District referred to in sub-paragraph (i), or within another area or areas of the Railway Lands within the Central Core, or within a combination of both; and

(iii) wherever the 325 000 square metres of office space referred to in sub-paragraph (ii) is distributed by the Part II Plan, its lawful erection and use shall be conditional upon the erection of at least 2 350 housing units o the portion of the Railway Lands within the Central Core on the basis of one housing unit for each 138 square metres of office space.

Council will also determinr the phasing of services for the development of the Railway Lands in Part II of this Plan.

Implementation in Zoning By-law

Maximum office space 540 000 square metres

5.20 (c) On the adoption of Part II of this Plan for the whole or part of the Railway Lands Council will pass by-laws to implement it by, inter alia, permitting the development of no more than the total of 540 000 square metres of office space in accordance with the provisions of Section 5.20(b).

Part II preparation

(d) In addition to the other provisions of this Section, in conducting studies to prepare Part II of this Plan for the Railway Lands, Council will have regard for the following considerations:

Considerations

(i) the development of the Railway Lands will be consistent with the major objectives of this Plan;

(ii) this development will facilitate the uniting of the Downtown and the Waterfront;

(iii) adequate environmental conditions will be ensured for the occupants of the Railway Lands and their immediate surroundings;

(iv) Union Station including the Great Hall and that portion of the building fronting on Front Street West will be preserved incorporating its transportation functions;

(v) the goals and targets set out in Section 2A.2(a) of this Plan; and

(vi) with respect to the lands west of John Street there be, inter alia, a mix of uses similar in concept to the St. Lawrence Neighbourhood.

Review of application of Section 1A.5

5.20 (e) In undertaking studies and adopting Part II of this Plan for the whole or part of the Railway Lands pursuant to this Section, and in view of the resources and time required to prepare the Railway Lands for urban development, Council will, if required to accomplish its policies with respect to the Railway Lands, review the application of the provisions of Section 1A.5 to future office development on the portion of the Railway Lands within the Central Core.

Uses permitted prior to adoption of Part II

(f) Prior to the adoption of Part II of this Plan for the Railway Lands, Council may pass by-laws to permit only industrial,

railway and communication uses in this Area.

Development on lands designated "A" prior to adoption of Part II

(g) Notwithstanding Section 5.20(f), Council may pass by-laws to permit commercial, residential and/or institutional uses on the portions of the Railway Lands designated by the letter "A" on the Generalized City Plan Map as amended by Plan I prior to the adoption of Part II of this Plan for the Railway Lands, provided that the development which is thereby permitted is consistent with the City's goals and objectives for the future development of the Railway Lands and with any studies made and adopted by Council forming the background for a Part II Plan for the Railway Lands.(11)

Appendix 2

"Goals and Objectives - Railway Lands"

- Adopted June 21, 1978 - City Council

A. Develop the Railways Lands to unite the Central City and Its Waterfront:

A1. Plan to minimize the barrier effects of the road and rail corridors and the isolation of the Lands as far as practicable "taking into account the expense of minimizing the barrier effects and the potential effect of infrastructure costs on the feasibility of a desirable form of development."

A2. Establish the north/south streets as the major connections between the central city and the Waterfront by extending as many of them as possible across the Lands and, where appropriate, developing buildings and activities along them.

A3. Use parkland, open space, topography, water, views and building form as means of integrating the City and the Bayfront.

A4. Plan to develop the Lands so that the area generally becomes an active part of the central city which is used by people for a variety of purposes throughout each day.

B. Plan for the Lands to be put to uses that satisfy a broad range of urban needs, recognizing and taking full advantage of the unique opportunity presented by their size and central location, while ensuring effective transportation operations:

B1. Recognize the transportation role served by the Lands but, where possible, reorganize the transportation elements in the Lands to maximize the amount and quality of land available for urban use.

B2. Plan for development on the Lands that is compatible with the spirit of the City and Metropolitan Official Plans and carefully related to existing and planned conditions in the adjacent areas.

B3. Ensure that adequate road and rail services can be maintained effectively during the development of the Lands and their subsequent use.

B4. Retain and improve the existing Union Station building as the major interchange between inter-city trains, regional GO trains, and the subway system, integrated with surface transit, public sidewalks and pedestrian walkways.

B5. Plan to utilize public transportation as much as possible, in order to make use of the service available by all public modes and to keep increases in road traffic to a minimum.

B6. Provide for the development of a substantial amount of housing on the Lands.

B7. Plan for the progressive development of housing during the period of development of the Lands.

B8. Plan for the development of housing in a variety of settings ranging from low-density predominantly residential areas to more intensive mixed-use areas.

B9. Plan for housing on the Lands to provide a variety of unit types and sizes with the aim that, in aggregate, at least 30% of the units contain two or more bedrooms and, in areas considered appropriate for family housing, about 25% of the units are suitable for families with children.

B10. Plan for the provision of housing of various types for low and moderate income households with the aim that, if possible, in total half of the housing units serve these income groups.

B11. Seek to provide a broad range of housing tenure for the various households and income groups.

B12. Concentrate most of the office space within the Lands adjacent to the Financial District and the transportation interchange, to the extent provided for in the Central Area Plan.

B13. Provide for secondary office and other commercial uses in strategic locations elsewhere in the Lands.

B14. Plan for the provision of indoor and outdoor recreational facilities on the lands with the aim of progressively increasing the range of active and passive recreational opportunities.

B15. Endeavour to incorporate, if feasible, a major park which is accessible to the Downtown population and which links Harbourfront and the Lake with the Downtown.

B16. Endeavour, where possible, in planning for the Lands, to improve the accessibility and setting of the parkland surrounding Fort York.

B17. Provide local parkland in accordance with the standards set out in the Central Area Plan, carefully designed to relate to specific local conditions.

B18. Examine the feasibility of including industrial uses in appropriate parts of the Lands.

B19. Plan for the location on the Lands of new facilities, where feasible, which require large sites and which could benefit from a Downtown location.

C. Plan to achieve on the lands a development pattern that is generally street-oriented but recognizes the physical conditions which are peculiar to the lands:

C1. Plan to establish a system of streets and development parcels which is integrated with the City's existing street pattern and which is capable of accommodating the full range of uses contemplated in these Goals and Objectives.

C2. Plan to ensure that buildings are sited and designed so that they help to define the character and form and contribute to the life of the streets, pedestrian ways and open spaces along which they are located.

C3. Plan the size and shape of blocks and development parcels so that they facilitate the incremental development of the Lands and are appropriate to the uses which they accommodate.

C4. Achieve a diversity of building form by encouraging the participation of a variety of public agencies and private developers in the design and construction of buildings across the Lands.

C5. Plan for the road traffic patterns within the Lands to be compatible with those of surrounding areas and for the particular traffic function of each street to be appropriate to the uses and activities located along it.

C6. Plan to ensure that, where practicable, internal pedestrian ways are designed as active public places with frequent visual and physical connections to the outdoors.

C7. Plan to incorporate, where appropriate, those characteristics of Toronto's existing streets which are distinctive, successful and familiar.

C8. Take full account of both natural and man-made environment factors to ensure satisfactory environmental conditions for people working and living within and around the Lands.

D. Promote the implementation of development on the lands in accordance with the Part II Plan:

D1. Pursue a planning process that facilitates understanding and cooperation between the various public and private agencies involved.

D2. Prior to the approval of a Part II Plan, encourage new developments on the Lands, including transportation improvements, to be carefully designed to be consistent with the Goals and Objectives.

D3. Plan to ensure that the redevelopment of the Lands can proceed incrementally in phases which are environmentally sound and which provide satisfactory living and working conditions.

D4. Adopt a planning and development strategy that will facilitate an early start to the implementation of key aspects of the development which begin to unite the Downtown, the Lands and the Bayfront and make the Lands more widely accessible and useable.

D5. Provide for an equitable apportionment between the various public and private agencies involved, of the costs necessary to prepare the Lands for development in accordance with the Part II Plan.

D6. Ensure that the costs necessary to prepare the Lands for development in accordance with the Part II Plan are such that development can proceed in phases which are financially feasible.

D7. Promote cooperative arrangements among the various parties to facilitate the development of the Lands.